



Congressional Research Service

Annual Report Fiscal Year 2005

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A Message from the Director

In FY2005, in addition to existing domestic and international issues before Congress, lawmakers faced many unanticipated policy issues that drew on already strained resources, such as hurricane-related disasters, Supreme Court nominations, and control of mandatory spending through the budget reconciliation process.

PRESSING ISSUES SUCH AS THESE demanded the full attention of Members of Congress, and the Congressional Research Service was well positioned to provide expert research and analysis—presented in the legislative context, grounded in institutional memory, tailored to specific needs, and immediately available.

The character of the support CRS offered to Congress this past year reflects the continuing and unbroken history of the CRS mission. We continue to provide every committee and Member with analysis and evaluation of legislative proposals by identifying all components of the policy issues involved, estimating the probable results, and evaluating alternative options.

The CRS research management framework has been structured to align with the policy-making needs of Congress. Service-wide research planning has made possible a systematic and coordinated approach that affords opportunities for interdisciplinary collaboration among experts across the Service. We have continually reassessed our agenda to address unanticipated circumstances.

CRS has adapted in other ways to uphold our commitment to Congress. Consistent with my responsibility to lead an accountable and cost-effective organization, and in response to congressional directives, CRS not only reassessed its direct services but has continually examined the internal operations supporting that service. As our oversight committees have stressed,

new technologies can lead to greater efficiency, and CRS has completed a long-term study of the impact of information technology on our work processes. The analysis indicated that CRS, through workforce re-engineering of some support functions, could devote more resources to its analytic capacity without any loss in productivity. In these and other ways, CRS must continue to assess carefully its operations to ensure that the capabilities of its staff are fully applied to the legislative needs of Members and committees.

Despite the many changes in Congress and within CRS, the Service remains dedicated to its mission to provide balanced, nonpartisan, authoritative expertise to Congress—on time, on target, and in the form most useful to lawmakers. We are unwavering in our commitment to that mission.



Daniel P. Mulhollan

We continue to provide every committee and Member with analysis and evaluation of legislative proposals by identifying all components of the policy issues involved, estimating the probable results, and evaluating alternative options.

— CRS Director Daniel P. Mulhollan



Service to Congress

The Congressional Research Service is the only congressional support agency that provides direct, consultative, ongoing analytical assistance to the entire congressional community—all Members, committees, and subcommittees and congressional staff at all levels.

CRS OFFERS THIS ASSISTANCE for every public policy issue before Congress. The mission of the Service is to support the Congress throughout the legislative process with comprehensive and reliable legislative research, analysis and information services that are timely, objective, nonpartisan, and confidential, thereby contributing to an informed national legislature. Each Member and committee of Congress has equitable access to the expertise of the Service on the issues of concern to them.

As a shared pool of experts, the Service has the ability both to address high-priority issues from multidisciplinary perspectives and to provide a wide range of high-level, specialized expertise.

During fiscal year 2005 CRS delivered research responses and services ranging from analysis and information accessed through the CRS Website to personal consultations and confidential memoranda on public policy issues and support for hearings and investigations. Experts assisted with legislative procedures and processes relating to the federal budget and appropriations, evaluation of data, examination of legislative options and proposed programmatic changes, delivery of expert testimony, and legal analyses of pending legislation and administrative actions. CRS continually works to improve and maintain the quality of the services and research products it provides Congress.

The CRS director outlined three goals for the

Service for the year in his annual address to staff in January 2005:

- Provide nonpartisan legislative analysis and information support that Congress needs as it addresses legislative issues. Identify and provide objective, expert research meeting the specific needs of the 109th Congress.
- Ensure the intellectual capacity of CRS to meet the continuously changing needs of Congress. Develop and share frameworks in the CRS research community that facilitate planning and implementing work in policy research areas in fulfillment of the Service's mission.
- Develop and sustain an efficient internal infrastructure to support the CRS mission through greater collaboration among analysts, attorneys, and information professionals.

Challenges in FY2005

Congress faced complex, challenging issues in FY2005. As the year progressed, legislative demands increased. From the war in Iraq to the myriad issues emanating from the hurricane disasters, Congress called upon CRS for timely, objective, and authoritative research, analysis, and information.

After the hurricanes, for example, every major House and Senate committee, as well as the affected state delegations, requested CRS assistance in their respective attempts to

In our policy area, the analysts work collaboratively with the attorneys and information specialists—we draw on the expertise of the entire Service to do our job.



***Lisa Seghetti**
Specialist in Social
Legislation
Domestic Social
Policy Division
5 years at CRS*

As a shared pool of experts, the Service has the ability both to address high-priority issues from multidisciplinary perspectives and to provide a wide range of high-level, specialized expertise.

address the enormous challenges posed by the aftermath of the storms. Moving expeditiously, CRS launched a Website the day after Hurricane Katrina struck, featuring experts and products related to emergency management functions, including authorities, evacuation planning, and search-and-rescue operations; quality-of-life concerns of individuals affected, including housing and shelter, education, food assistance, health, and welfare; economic effects on energy, agriculture, small businesses and the U.S. economy as a whole; rebuilding the region through communications, environmental cleanup, flood control, and infrastructure concerns; and government finance and regulation—appropriations and supplementals, regulatory and tax relief, and impacts on state and local budgets.

Indicators of CRS Performance

CRS completed 906,445 responses to requests and service transactions for Members and committees of Congress in FY2005—a number that includes analysis and information requests, product requests, in-person requests and service at Research Centers, electronic services, and seminars. The Service's performance in this fiscal year can be illustrated by four selected measures of its activity during the year:

- **SUPPORT FOR MAJOR POLICY PROBLEMS**—CRS provided research support to meet congressional needs in all facets of the legislative agenda, focusing in particular on major

policy problems during the year. The Service contributed analyses on 195 major public policy issues at the end of FY2005.

- **KEY PRODUCTS MAINTAINED**—CRS actively maintained more than 1,500 key products in major policy areas at the close of FY2005. These research products were directly available to congressional offices through the CRS Website.
- **ACCESS TO ONLINE PRODUCTS AND SERVICES**—The Service continued to facilitate immediate online access to key products supporting critical policy areas through its Current Legislative Issues system, the central feature of the CRS Website. Congressional use of CRS electronic services has continued to rise in recent years and now comprises the majority of the services provided.
- **CUSTOM WORK FOR THE CONGRESS**—During FY2005 direct congressional access to CRS experts remained a key component of service to Congress. This work included efforts tailored to specific situations or requiring confidential assistance. Individualized attention to congressional needs was provided throughout the year primarily through telephone consultations, in-person briefings, and confidential memoranda.

In the fast-paced, changing policy environment in which Congress works, CRS offers the depth of analytical support needed to address the most complex public policy issues before

the nation. The table on the right provides some measures of performance, with a focus on CRS products and services provided this fiscal year.

Outline of this Report

This report begins with highlights of legislative assistance to Congress in FY2005 and summarizes major management and technology initiatives to meet the needs of Congress, including streamlining coverage of policy issues, achieving greater efficiencies through staffing and reorganization efforts, and enhancing Web services. Appended are reports on the budget, progress on human resources issues, the current organizational structure, functions of various components of the Service, and CRS products prepared during the year.

CRS Products and Services for Congress, FY2005	Total
Total Completed Requests and Services	906,445
Analysis, information, and research requests ¹	69,086
Cited material and CRS product requests	5,930
Resource Center direct requests and self-service	20,505
Seminar, institute, and training participants	10,484
Client use of CRS electronic services ²	800,440
Custom Products and Services	
Custom writings prepared	2,287
In-person briefings and consultations completed (number of participations by CRS staff)	3,212
Responses primarily by telephone	39,277
Selected materials, database searches, and translations	24,066
Congressional Distribution Products and Services	
New products prepared	874
Number of reports available	5,931
Copies distributed ³	864,471
Seminars, institutes, training (number of events)	353
Congressional Offices Served by CRS (Percentage of Total)	
Members	100%
Committees	100%

1. Analysis, information and research responses are created for specific clients upon their request. These data include some requests that are not identified in the "Custom Products and Services" section of this table.

2. Clients access products and services on the CRS Website.

3. Includes electronic and paper copy distribution. More than 90 percent of distribution was electronic.

Source: CRS Inquiry Status and Information System (ISIS) and other CRS data.



Legislative Support

Congress called on CRS as it considered significant and far-reaching public policy issues such as the federal response to Hurricanes Katrina and Rita, Supreme Court nominations, budget reconciliation, and the continuing concern with terrorism and the U.S. military presence in Iraq and Afghanistan.

Major Issues of the Year

Hurricanes Katrina/Rita

Within hours after Hurricanes Katrina and Rita hit, CRS had relevant products and experts lists ready for congressional use. The Service undertook a carefully coordinated multidivisional effort to support Congress as it addressed the needs of the areas affected by the storms. CRS organized its response around the areas of emergency management functions, emergency management agencies and organizations, needs of individuals affected by the disasters, economic effects and rebuilding, government finance and regulation, and environmental impacts and recovery.

CRS experts visited the offices of Members of affected states and worked with committees of jurisdiction during the development of plans to provide for and review federal, state, and local governmental responses to the disasters. Of immediate interest to Congress was the provision of resources necessary to respond to the devastation caused by the two storms. Accordingly, CRS provided analytical support during the formulation of emergency supplemental appropriations for response and recovery. Experts provided research and analysis on federal and state authorities for addressing emergencies: interoperability of emergency communications systems; contracting and procurement; coordination across emergency management agencies;

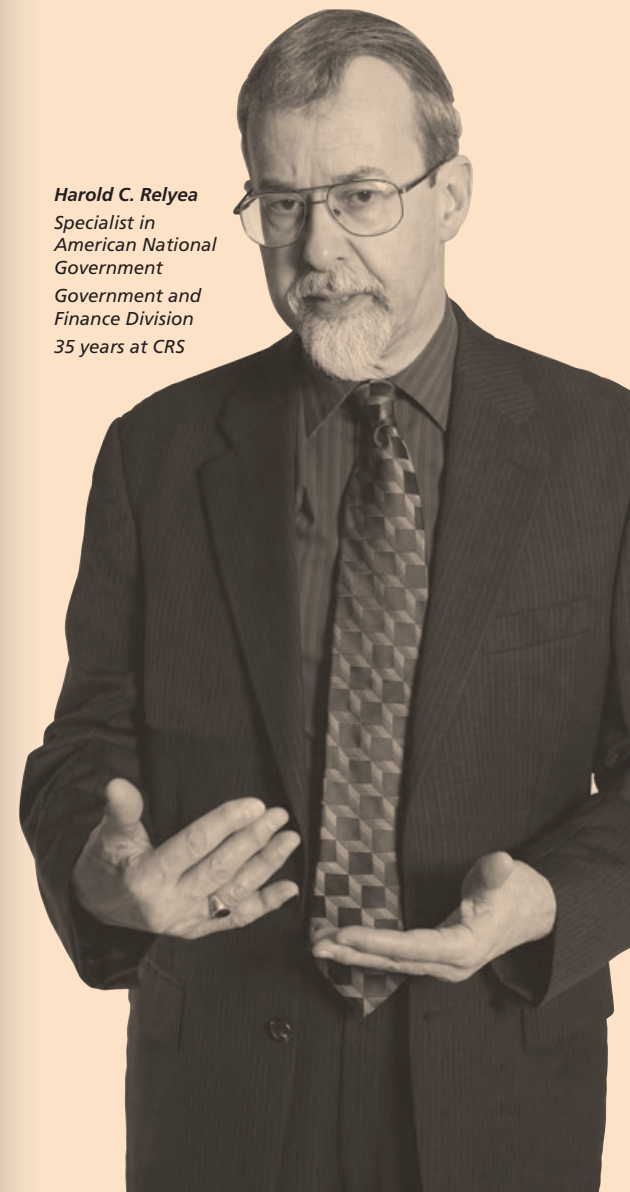
evacuation planning and implementation; and search and rescue operations. Information professionals created a Website to assist Members whose states were affected find ways to assist victims with education, food, shelter, and health needs. CRS economists examined the effects of the disaster on the national economy as a whole and on such individual sectors as agriculture, energy, fisheries, insurance, small business, tourism, and trade. As attention turned to long-term recovery and rebuilding, the Service provided perspective by preparing reports on the history and precedents of federal disaster assistance, exploring alternative models for congressional action, and reviewing issues pertaining to legislative oversight of recovery efforts.

CRS legal experts addressed such issues as authorities and requirements in the Stafford Act; the National Emergencies Act and its possible application to the suspension of the prevailing wage provision of the Davis-Bacon Act; *posse comitatus* questions, including constitutional and statutory authorities and constraints relating to using the armed forces in situations where law and order break down or in major disasters and emergencies; state and local government authority to restrain oil and gasoline price spikes; the waiver of environmental laws for cleanup and reconstruction activities; and application of a new bankruptcy law to assist survivors.

Hurricane Katrina also generated interest in serious environmental issues in the Gulf region.

I take pride in the good name of the Congressional Research Service. It speaks to the honesty, balance and fairness in all that we do.

Harold C. Relyea
Specialist in
American National
Government
Government and
Finance Division
35 years at CRS



CRS provided analysis and research as Congress addressed the environmental impact of the disaster, available authorities for cleanup, federal assistance for water infrastructure facilities and supplies, and the possible need for environmental waivers to facilitate reconstruction in the Gulf Coast region.

Supreme Court Nominations

With the retirement of Associate Justice O'Connor, the death of Chief Justice Rehnquist, and the nomination, consideration, and confirmation of Chief Justice Roberts, CRS gave significant support to the Senate's advice and consent role. Experts prepared a series of reports on Justice O'Connor's legal legacy and, after Chief Justice Rehnquist's death, an analysis of his major jurisprudence. They also advised committee staff on issues of confidentiality and executive privilege arising from the nomination.

CRS analyzed proposals to expedite Senate floor consideration of Supreme Court and lower court nominations. Analysts and information professionals collaborated to provide historical information on Senate practices governing filibusters and prepared an overview of the Supreme Court appointment process, the specific process for appointment of a Chief Justice, and the appropriate scope of questioning Supreme Court nominees before the Senate Judiciary Committee. Other collaborations led to the creation of a Web page featuring digitized

hearing transcripts and other primary sources pertaining to all sitting Supreme Court justices as well as unconfirmed nominations.

Budget Reconciliation

For the first time since 1997, the budget resolution adopted by Congress in April 2005 included provisions calling for three reconciliation bills:

one to reduce the level of direct spending; a second to reduce the level of revenues, and a third to provide for an increase in the public debt. CRS analysts and specialists supported congressional interest in, and action on, this important process with a series of individual Member and staff briefings and a well-attended seminar on the reconciliation issue and its multiple ramifica-



tions. Print and electronic support took the form of several widely circulated products, including a report that provided historical analysis of past reconciliation measures; a detailed examination of procedures used in both chambers of Congress for the consideration of reconciliation legislation, and an analysis of precedents for application of these rules. CRS experts prepared an analysis of reconciliation instructions and their implications for specific committees in both chambers, as well as an analysis of the procedural implications of including Arctic National Wildlife Refuge drilling provisions in reconciliation legislation.

Iraq

CRS offered multifaceted research support and analytical expertise to Congress on continuing developments in Iraq. Congressional attention focused on the ongoing insurgency, democratic institution-building, and U.S.-led military operations and reconstruction efforts. The Service regularly provided in-person expertise on Iraq to Members of Congress and congressional committees, as well as specialized memoranda for hearings and delegations. CRS helped Congress track overall developments in Iraq, including the January 2005 elections for a transitional Iraqi assembly, negotiations on a new Iraqi constitution, and U.S. policy. Information professionals fielded requests pertaining to the number of U.S. military forces in Iraq, the number of casualties,

and appropriations for a continued U.S. presence, among other congressional concerns. The Service also provided expertise on international contributions to peacekeeping, regional dimensions of the situation, and international training of Iraqi security forces. Analysts also supported congressional interest in the status of investigations into abuses of the U.N. oil-for-food program for Iraq.

Foreign Relations and Defense

U.S. Trade Initiatives

As part of its constitutional responsibility to regulate foreign commerce, Congress played an active role in reviewing the Administration's ongoing trade liberalization initiatives. The review included committee hearings, consultations with the Administration, and inquiries by individual Members. CRS analysts supported these congressional activities for all trade negotiations being conducted, whether bilateral, regional, or multilateral. CRS coverage of the bilateral negotiations included Panama, Bahrain, and Thailand; coverage of the regional negotiations included a Free Trade Area of the Americas, a South African Customs Union, an Andean Group, and a Middle East Free Trade Area. Coverage of multilateral negotiations included the Doha Development Agenda and the Dominican Republic-Central American Free Trade Agreement (DR-CAFTA).

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In response to the debate on DR-CAFTA, CRS presented analyses of different aspects of the agreement and kept Congress informed of the latest developments. The Service examined policy issues regarding political reform, economic reform, environmental protection, and labor standards in Central America from a regional point of view. Congress approved legislation implementing the U.S.–Central American Free Trade Agreement.

China

CRS supported congressional consideration of a range of issues generated by the rise of the People's Republic of China and its relations with the United States. The Service provided information and analysis as Congress reviewed U.S. policy related to what many review as China's currency manipulation, the standoff over Taiwan, autonomy in Hong Kong, China's military buildup, China-centered trade and regional agreements, human and religious rights—particularly in the Muslim West and Tibet, and Beijing's diplomacy in addressing North Korea's nuclear weapons program. Congressional concern reflected a convergence of interests wary of China's growing economic, military, and political clout. Particular issues included Beijing's new "anti-secession law" aimed at Taiwan, China's acquisition of military equipment, the attempted purchase of Unocal by a Chinese oil company, the lax enforcement

of intellectual property rights, the surging U.S. trade deficit with China, the proliferation of China-centric trade and political arrangements, and Chinese crackdowns on religious freedoms and Internet use. Bills were introduced to regulate China's textile and apparel exports to the United States and to develop more flexibility in China's exchange rate regime.

Detainees in the War on Terrorism

As federal courts began applying the Supreme Court decisions regarding the legal status of "enemy combatants" held at the Guantanamo Bay Naval Station, Iraq, or within the United States, CRS continued to analyze requirements under the Geneva Conventions for the treatment of persons. CRS experts studied the Department of Defense rules for military commissions as Congress sought to regulate the procedures and addressed questions relating to the jurisdiction of U.S. courts over military and civilian personnel overseas who might have contributed to the prisoner abuse scandal. The Service also offered support during consideration of reauthorization of the USA PATRIOT Act.

Nonproliferation

Concerns over potential terrorism involving weapons of mass destruction and regional instabilities have kept congressional focus on nonproliferation efforts. The dangers of nuclear proliferation assumed greater importance after

revelations of the A.Q. Khan proliferation network emanating from Pakistan and the slow progress in ongoing negotiations with Iran and North Korea over their nuclear programs. CRS assisted Congress in oversight of the Administration's nuclear-related foreign policy through analysis of negotiations with North Korea and Iran and their implications for worldwide proliferation. The Service continued close monitoring of cooperative threat reduction programs in Russia to assist Congress in determining funding allocations.

When the Administration announced that it intended to enter into a bilateral accord with India, CRS examined potential effects of the Administration's initiative for nuclear cooperation with that nation, including the tension this might create between India and its neighbors, particularly Pakistan. Analysts helped Members and committee staff understand the various requirements in current law and options either to facilitate entering an accord or to block such a step.

Homeland Security

Congress continued to be concerned about effective information sharing among federal agencies and among federal and state and local governments and vital non-governmental entities. CRS analysts worked collaboratively to provide interdisciplinary analyses and assessments of information-sharing policy and technology developments. They also monitored the imple-

mentation of the new "information-sharing environment" arrangements mandated by the Intelligence Reform and Terrorism Prevention Act of 2004 (P.L. 108-458).

As Congress considered options for distributing homeland security grants and funding to state and local governments, the Service responded with historical perspective and analyses of alternative funding formulas as well as a summary of counterterrorism training programs for state and local authorities, an analysis of unresolved state and local homeland security issues, and testimony concerning federal counterterrorism training programs.

CRS attorneys offered advice and support relating to the development and drafting of the REAL ID Act (P.L. 109-13), specifically as it related to identity document requirements such as drivers' licenses and state-issued personal identification cards. The Service addressed issues relating to the Act's constitutionality and its effect on existing state laws and regulations, as well as more practical legal questions relating to enforcement issues.

Base Closures

Congress followed closely the proposed Department of Defense (DOD) list for closing and realigning military installations and how the BRAC (Base Realignment and Closure) Commission would alter the DOD list. A CRS BRAC task force of analysts and information professionals

Timely responses to policy questions are essential for our clients. Within days of landfall by Hurricane Katrina, congressional staff could access CRS analysis on the disaster and the federal response at the Katrina Current Legislative Issues link on the CRS website.

Nicole Carter
*Analyst in
Environmental Policy
Resources, Science,
and Industry Division
4 years at CRS*





reviewed the many defense, environmental, land use, legal, budgetary, and economic implications of DOD's list and BRAC Commission actions. CRS experts advised Congress on developments, the likely sequence of events, and options for action. The Service prepared legal analyses on such topics as state control of national guard facilities and the scope of judicial review of BRAC Commission decisions.

Humanitarian Assistance and the Tsunami

As the provision of humanitarian assistance has become increasingly complex, CRS analysts focused attention on issues of donor fatigue, civil-military relations, human rights concerns, and security of aid workers. Analysts put together a comprehensive, immediate response on tsunami relief efforts that drew on expertise across the Service. Experts assessed programs and funding sources for Congress, while tracking the involvement of U.S. and international agencies. This work supported congressional oversight and decision-making on regional priorities and supplemental appropriations.

Global Health and HIV/AIDS

As the HIV/AIDS pandemic continued to spread, Congress increased appropriations above requested levels to fight the virus. Congress called on CRS to provide analyses of the capacity of the most affected countries to prevent the spread of the virus. As the global spread of infec-

tious diseases increasingly became recognized as a national security concern for the United States, CRS helped analyze the adequacy of vaccine stockpiles, global surveillance and monitoring efforts, and emergency plans.

Government and the Economy

Elections and Election Administration

Anticipating a challenge to the electoral vote results in the state of Ohio after the presidential election, CRS established a special-purpose congressional response center to meet congressional inquiries on a real-time basis during the congressional count session. A team of analysts staffed the response center and fielded urgent requests for a wide range of historical, constitutional, and procedural information from congressional staff.

Against the background of the 2004 presidential and congressional elections, CRS analysts provided assistance to Congress concerned with election administration in general and implementation of the Help America Vote Act (P.L. 107-252) in particular. Activities included examination of the Act's major provisions and identification of electoral issues not addressed in the original legislation; an assessment of progress made in ballot integrity and voting system security mandated by the Act; and comprehensive analyses of election-related legislation proposed in the 109th Congress.

Appropriations

The series of CRS Current Legislative Issues addressing appropriations and status, maintained by analysts and information professionals, continued to provide comprehensive analysis and tracking for each of the thirteen appropriations bills, two supplementals, and three continuing resolutions. The Service restructured the series and supportive teams to reflect structural changes in the House and Senate appropriations committees at the start of the 109th Congress.

Congressional Oversight and Investigation

CRS assisted Members and committees with their questions on effective use of congressional oversight and investigatory powers, and in various disputes with the Bush Administration concerning congressional access to information. Issues included congressional subpoena power, identification of laws and congressional rules governing oversight, and rights of minority Members to access executive information pursuant to statutory procedures. CRS attorneys reviewed the

Senate's role in the appointment process with specific attention on the Recess Appointments Clause. The Service also advised congressional offices on the application of the Congressional Accountability Act (P.L. 105-275).

Committee Reorganization

During FY2005 appropriations committees in both chambers undertook the most far-reaching change in their subcommittee structure since 1922. The reorganization was based on the concept of modernizing and rationalizing the groupings of agencies and programs funded in various appropriations bills and reducing their overall number. CRS analyzed issues related to appropriations subcommittee reorganization including the relationship of subcommittee organization with administration and oversight of federal funding, the effect of reorganization on competition for federal funding, the potential impact of change on the assignments of Members and party ratios within the committees, and historical perspective on changes in the process of committee reorganization since 1920.

Federal Employee Personnel Systems

An important policy area for Congress this fiscal year was human resources management (HRM) policies in the executive branch, especially implementation of new personnel systems for the Department of Defense (DOD) and the Department of Homeland Security (DHS) and the



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beginning of discussions of possibly extending the DOD and DHS reforms government-wide. CRS analysts provided analytical support to the House and Senate by revising and updating reports on the DOD and DHS systems, assisting with oversight hearings on the two systems and on other aspects of federal personnel management (e.g., confirmation of a new OPM Director and implementation of personnel flexibilities), offering briefings, and consulting with the Office of Legislative Counsel on draft legislation. Work on appropriations for the Departments of Transportation, Treasury and Homeland Security included analyses of the funding for HRM programs and the DOD and DHS personnel systems. Experts also prepared analyses and provided briefings on implementation of student loan repayment programs in the executive and legislative branches.

Administrative Law

Congress called on CRS to review proposals to fund the Administrative Conference of the United States, which was reauthorized during the 108th Congress. In a series of consultations with committee staff, CRS attorneys analyzed and explained various substantive administrative oversight issues. A large part of this work focused on the potential for administrative law experts to study issues relating to homeland security and federal emergency and disaster response issues post-Katrina in order to identify areas

where improvement to relevant administrative practices and processes could be made. The Service analyzed implications of the Administrative Procedures Act (5 U.S.C. 551 et. seq.) arising from a proposal that would have overturned the Department of Labor's rules regarding overtime pay. Analysts worked closely with committee staff in analyzing the effect of the Chief Privacy Officer Act (P.L. 108-447) to determine whether its provisions apply government-wide, or only to a limited number of federal agencies.

Government Sponsored Enterprise (GSE) Reform

As both chambers developed and reported GSE reform legislation, CRS assisted with an extensive analysis of the Federal National Mortgage Association (Fannie Mae), Federal Home Loan Mortgage Corporation (Freddie Mac) and the Federal Home Loan Banks to examine their roles in the financial system and housing markets, including their mission to improve housing access for low-income families; the questions raised by rapid growth in Fannie Mae and Freddie Mac asset portfolios; and recent accounting and management irregularities reported at Fannie Mae. On a more general level, analysts provided historical perspective on the evolution and regulation of government-sponsored enterprises, including a comparative analysis of federal GSE and bank regulation, and of GSE reform proposals introduced in recent Congresses.

Taxation

CRS tax economists contributed to congressional consideration of tax legislation by preparing studies on broad-based tax policy and administration, individual and family taxation, tax issues affecting specific sectors of the economy, and the alternative minimum tax. The Service provided analyses on flat tax proposals, value-added taxes contrasted with a national sales tax, and options for mortgage interest deductions. Research on mortgage interest deductions included both an economic analysis of the deduction and an assessment of alternative policy options. A team of CRS analysts prepared the latest edition of the *Tax Expenditures*, a 700-page document that provides an authoritative compendium of revenues forfeited by the federal government resulting from policy-related tax provisions.

Experts continued to provide information and analyses of policy options concerning the federal debt limit; budget forecasts; deficit reduction proposals; and the budgetary treatment of federal credit, including direct loans and loan guarantees. In addition, CRS provided research on foreign investment and tax incentives and examined current incentives of the U.S. tax system and the potential impact of legislative proposals on the flow of investment abroad. CRS analysts and information professionals collaborated to compile comprehensive information on funding provided in disaster, catastrophe,

and emergency supplementals from FY1999 to FY2005.

As the fiscal year drew to a close, Congress asked CRS to explore tax policy options for dealing with hurricane recovery relief, including the Katrina Emergency Relief Act of 2005 (P.L. 109-73). CRS studied the effects of various tax proposals on spurring economic recovery in the disaster areas and provided analyses of the unique fiscal problems of the Gulf states that face overwhelming revenue losses due to the hurricanes.

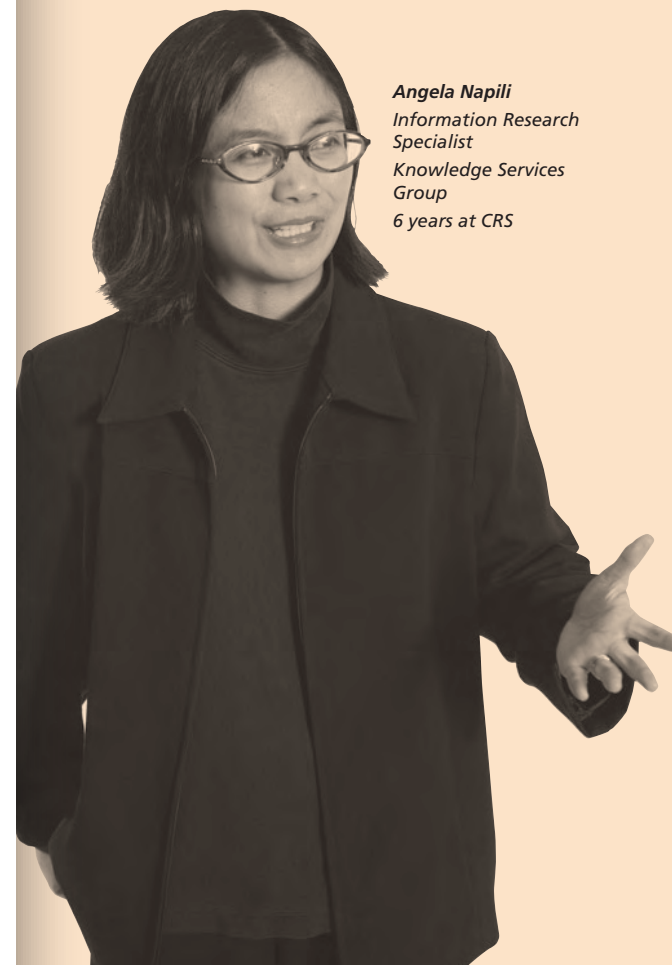
Infrastructure and the Environment

Energy Policy

Informing Congress about energy policy required multiple approaches to a multifaceted issue. At the broadest policy level, the Service worked to provide Members of Congress and their staff with a clear model of the general tradeoffs among energy security, economic growth, and environmental protection that are inherent in any energy policy debate.

To complete the overall framework for understanding energy policy, CRS energy experts developed a historical view of the cyclical nature of energy policy since the Arab oil embargo of the early 1970s. Analyses focused on congressional policy interests such as the question of whether to issue oil and gas leases in the Arctic National Wildlife Refuge, energy taxes, fuel

“When I go to briefings and hearings, I get to see how the information I provided is being used. As a librarian, it is so rewarding to know that I helped make the information provided to the Members as complete and accurate as possible, even on short deadlines.”



Angela Napili
Information Research
Specialist
Knowledge Services
Group
6 years at CRS

“We help our clients understand the law as it currently exists and how proposed legislation would alter it. This helps Congress to make informed decisions regarding the need for legislation and the shape that such legislation should take to achieve congressional objectives.”

Michael J. Garcia
Legislative Attorney
American Law Division
2 years at CRS



prices and supply, nuclear energy, renewable energy, energy efficiency, refining and alternative fuels, energy-related air and water pollution, electricity industry restructuring and reliability, oil and gas resources on federal lands, and global climate changes.

Information professionals answered requests addressing gasoline prices and petroleum refining, supplies, and prices. In anticipation of higher natural gas prices in the winter, these information specialists assembled primary sources on natural gas issues.

Surface Transportation

Against the backdrop of growing concern about congestion and sprawl in urbanized areas and about maintaining access to markets and the rest of the national transportation system in rural areas, CRS experts worked to support Congress as it considered and passed legislation reauthorizing the surface transportation programs of the Department of Transportation (the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users—SAFETEA-LU, P.L. 109–59). The congressional debate focused primarily on mechanisms for distributing money equitably. Analysts assisted with state funding equity (donor/donee) issues, conflicting federal/state funding priorities, and revenue-raising and bonding proposals, among others.

Congress also called on CRS concerning the total amount of transportation funding

that could be made available to states. Analysts studied the impacts that lower levels of funding might have on highway and transit programs. Members requested that the Service review various revenue-raising proposals (such as higher gas taxes, tolling, and value pricing), as well as bonding proposals.

Environmental Policy

The Clean Air Act (42 U.S.C. 7401) and its regulation of electric utilities and fuels were major areas of concern. In the early months of the new Congress, CRS examined impacts of various proposals to achieve the desired results, as well as the impacts of final regulations proposed by the Environmental Protection Agency (EPA) for emissions of pollutants (sulfur dioxide, nitrogen oxides, and mercury) from coal-fired electric utilities. Experts studied the legal authority on which the EPA was proceeding, the requirements of the proposed regulations and of the proposed legislation, the technologies available to control emissions, and the potential economic and environmental impacts of the Administration's proposals.

Clean air issues were also integral to the congressional debate over comprehensive energy legislation, in particular the provisions dealing with the gasoline additive MTBE and related programs to stimulate use of ethanol and other renewable fuels. These provisions were enacted in the Energy Policy Act of 2005 (P.L. 109–58).

CRS experts compared the ethanol and MTBE provisions within days of the introduction and enactment of legislation.

Growing population, recurrent drought, and evolving public fiscal and environmental interests have increased pressures on available resources and aging infrastructure. CRS responded to requests for information on water technology research and development and rural water supply options. Water projects by the Army Corps of Engineers are authorized through traditionally biennial Water Resources Development Acts, and CRS experts provided information and analysis to many Members on the pending legislation.

Social Policy

Social Security Reform

During the 109th Congress Social Security reform again emerged as a key issue for both the Congress and the Administration. CRS responded to a large number of requests for information on various reform proposals. Most reform bills introduced in the House or Senate would combine a new system of individual accounts with measures to achieve Social Security solvency. CRS analyzed specific reform options, including the President's individual account proposal, proposed GROW (Growing Real Ownership for Workers Act of 2005, H.R. 3304) accounts, potential effects of a change in



the Social Security benefit formula from wage indexing to price indexing, and transition costs. CRS studies often employed a case simulation model that was developed and maintained to estimate the impact of reform proposals on individual “hypothetical” workers (for example, a 30-year-old worker with average career earnings). Experts analyzed trust fund solvency and the functioning of the nonretirement aspects of the Social Security program—disability, survivors’ benefits, and the means-tested Supplementary Security Income (SSI).

Welfare Reform

For the past several years Congress has inconclusively considered preauthorization of the

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“The people in my section take their work very seriously—operating with dedication and integrity—recognizing the importance of their work in supporting Members of Congress on issues of national security.”

Julie Kim
*Specialist in
International Relations
Foreign Affairs,
Defense, and Trade
Division
16 years at CRS*



Temporary Assistance for Needy Families (TANF) block grant, child care, and other programs created or significantly amended by the landmark welfare reform law of 1996. These programs expired at the end of FY2002 and have remained active through a series of short-term extensions. Work requirements for welfare recipients and the level of child care funding are two key issues that have prevented enactment of a long-term preauthorization. Using administrative data, survey data, and program characteristics data collected by CRS, analysts illustrated the impact on recipients and states of numerous legislative proposals related to these and other issues in the debate. To place the preauthorization discussion in a larger context, CRS analysts conducted a study of the economic well-being of TANF's primary target population—children in poverty—to reveal trends in child poverty and maternal employment, and outlined the main components of the government's "safety net" for poor children and families.

Medicaid Financing

The cost and structure of the Medicaid program have come under increasing congressional and Administrative scrutiny. Both the House and the Senate budget resolutions called for mandatory spending cuts by the committees with jurisdiction over Medicaid. The Administration has focused on Medicaid change as well; the Secretary of the Department of Health

and Human Services established a Medicaid Commission to advise the Secretary on ways to modernize the Medicaid program so that it can provide high-quality health care to its beneficiaries in a financially sustainable way. The Commission is to recommend long-term solutions, as well as short-term solutions associated with FY2006 budget activity. CRS specialists analyzed current Medicaid program practices, and the use of waivers by the Secretary to allow for flexibility in program performance. They helped develop and assess alternative changes to the Medicaid program. The devastation of Hurricane Katrina also became a key component in Medicaid discussions. Numerous legislators contemplated changes in the Medicaid program to provide relief for Hurricane Katrina's victims. CRS also consulted on the previous use of Medicaid program waiver authority in response to large-scale disasters and the implications of changing eligibility and federal matching grant methods for near-term hurricane relief.

Medicare Prescription Drug Coverage

The Medicare Prescription Drug Improvement and Modernization Act of 2003 (P.L. 108-173) created a new, voluntary prescription drug benefit under a new Part D of the program. CRS responded to numerous requests for information from Members on behalf of their constituents. The Service fielded these requests and provided a



description of the operations and implications of the new drug benefit.

State Children's Health Insurance Program (SCHIP)

The Balanced Budget Act of 1997 (P.L. 105–33) created the State Children's Health Insurance Program (SCHIP). At the time of enactment, Congress appropriated nearly \$40 billion for the 10-year period of its authorization, with each state receiving access to a portion of the annual amount. Because SCHIP is a capped grant program, it is possible for states to exhaust all of the federal SCHIP funds available to them in a given

year. However, in the early years of the program most states were not able to spend their allotments within the period of time specified by law. This resulted in a need to redistribute funds from earlier years to later years and from one state to another. Rather than leave the redistribution process up to the Secretary, Congress intervened to determine precisely how much of the unspent funds from FY1998 to FY2001 the states would receive. In order to explore the implications of alternative redistribution schemes, CRS developed a computer simulation model of individual states' demand and spending for SCHIP funds. The model allowed Members and staff to better understand the funding implications of alternative redistribution methods in meeting the needs of state programs. CRS analysts have used the model to prepare numerous estimates of legislative alternatives.

Immigration

Congress continued to debate whether and how employers' need for labor should be met by increasing the supply of legally present temporary foreign workers. Several bills were introduced that would reform U.S. immigration policy by creating a new temporary guest worker program. CRS analyzed these proposals, including such issues as increases in the numerical limitations for certain categories of guest workers. As Congress began to consider immigration reform legislation, its attention

Congress called on CRS as it considered significant and far-reaching public policy issues such as the federal response to Hurricanes Katrina and Rita, Supreme Court nominations, budget reconciliation, and the continuing concern with terrorism and the U.S. military presence in Iraq and Afghanistan.



focused on immigration enforcement. The issue of whether current laws and policies regarding enforcement of the nation's immigration laws need to be modified was the subject of several pieces of legislation. Early in the session, Congress passed the controversial REAL ID Act (P.L. 109-13), which contained several immigration enforcement-related provisions. The Service provided background and analyzed proposals concerning waiving legal requirements in order for the Department of Homeland Security to construct barriers to prevent the illegal entry of migrants, tightening eligibility requirements for asylum, and expanding the terrorist grounds for inadmissibility.

Higher Education

Congress considered legislation to extend and amend the Higher Education Act of 1965 (P.L. 89-329, as amended), the source of most federal aid to postsecondary education. Major issues included the rising cost of attending postsecondary institutions, whether and how to expand the Pell Grant student aid program, and adjustment of subsidies to borrowers and lenders under the student loan programs. Congress simultaneously considered FY2006 budget reconciliation legislation with major implications for the student loan programs. CRS analysts contributed to deliberations particularly through extensive use of computer modeling. For example, a Pell Grant estimation model examined the impact of

changes in the award rules and eligibility criteria for the program. Using several computer models, analysts studied the effects and costs of simplifying analysis of students' need for aid, simulated the interaction between federal education tax credits and the Pell Grant program, studied the effects of alternative proposals regarding postsecondary student loan consolidation and interest rate provisions, and simulated the effects of changes in the funding allocation formula used in Campus-Based Aid programs.

Job Training

The 109th Congress continued efforts that began in the 108th Congress to amend and extend the authorization of the Workforce Investment Act of 1998 (29 U.S.C. 2916), the primary source of federal aid to job training, vocational rehabilitation, and adult education services. Major issues included program consolidation and aid to faith-based organizations. In addition to preparing comprehensive analyses of these issues, CRS examined proposals for the distribution of funds to national, state, and local entities, and provided Congress with estimated state allocations based on various legislative proposals.

Gun Control

CRS examined the progress of state implementation of the Law Enforcement Officers Safety Act of 2004 (P.L. 108-560), which authorizes active and retired law enforcement officers to carry

concealed firearms and advised on potential federalism and state sovereignty issues that might arise from a state's refusal to carry out the provisions of the Act. CRS analysts also assisted the Congress with legal issues associated with proposals to reform the firearms laws of the District of Columbia.

Pensions and Retirement

In February 2005 the Administration released a detailed proposal for pension reform, and Members of Congress followed by introducing related legislation. In addition to the need for pension reform on account of increasing deficits in the Pension Benefit Guaranty Corporation, pension plans were identified as a target area for raising revenues to close the budget gap. To put the issue of pensions and retirement in a larger context, CRS analysts completed two major studies—the first on trends from 1998 to 2003 on retirement plan participation and contributions and the second on employment and retirement trends of older workers. Since pension law is highly technical and complex, Members and staff turned to CRS for assistance to evaluate specific proposals developed by the authorizing committees or suggested by interested parties. CRS analysts also conducted quantitative analyses based on regulatory filings by pension plans to provide an assessment of the number of plans that might be affected by the Administration's proposal. The Service provided congressional



staff with illustrations of the effect on plan sponsors' pension plan contributions and plan funding ratios of both the current-law funding requirements and the Administration's funding reform proposal. In addition, CRS analysts also provided data based on analysis of the Form 5500 (Annual Return/Report of Employee Benefit Plan) Defined Benefit Pension Data Base.

Within hours after Hurricanes Katrina and Rita hit, CRS had relevant products and experts lists ready for congressional use.



Management Initiatives

Through efforts such as refinements in the Current Legislative Issues system, research management planning, and reorganization and staffing changes, CRS worked to maximize efficiencies in responding to congressional needs.

CLI System Maintenance and Refinements

The CRS Current Legislative Issues (CLI) system, accessible 24 hours a day to Congress from the CRS Website, highlights current and anticipated public policy issues. All products were kept up to date throughout the year to reflect significant policy developments.

The CLI system is organized around issues identified by CRS experts as significant policy challenges they anticipate Congress will address through legislative enactment or oversight. Each issue is supported by CRS products most directly addressing prevailing policy questions. In FY2005 CRS developed and maintained about 195 CLIs. The CLI system is maintained by linking to electronic product files that display the most current version of each product; by ongoing review of new products and legislative issues; and by periodic, systemwide reviews in which the entire CRS research staff participates.

The Service implemented a number of improvements in these CLIs during the year. Enhancements included expansion and redesign of the appropriations CLI; addition of “CRS Experts” lists to complex issues; a new format to display products by date, a feature appreciated by congressional users seeking timely analysis on fast-moving policy issues; and streamlining Website displays by phasing out products by country and electronic briefing books to remove duplication and consolidate Website informa-

tion on screens where it is most useful to the congressional community.

Research Management Planning

Weekly meetings were held among CRS senior research managers from March through September to examine the breadth and depth of CRS coverage of policy issues. These sessions assessed how well CRS was serving the Congress on issue coverage and what could be done to improve coverage. To ensure thorough, comprehensive assistance and support to the Congress, managers examined some of the public policy analyses that CRS presents to Congress with emphasis on the need for collaboration. The Service seeks to strengthen its shared research management framework and deliver public policy analysis to Congress that includes coverage of all major components of the issue.

Staffing and Reorganization Changes

Formation of the Knowledge Services Group (KSG) was completed in this fiscal year. The major advantages of this effort are establishment of a single organization of information professionals and increased collaboration between the KSG and analysts. Another advantage of integrating these staff across the CRS research community is simplification of the assignment of congressional requests.

The KSG played a key role in providing Congress with information resources during the

The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action.

The Service seeks to strengthen its shared research management framework and deliver public policy analysis to Congress that includes coverage of all major components of the issue.

Supreme Court nominations and disaster relief efforts following Hurricanes Katrina and Rita. For example, as Supreme Court nominations approached, electronic primary research sources were posted to provide hearings transcripts, floor debates, floor statements and votes for recent Supreme Court Justice nominations and links to authoritative information regarding nominee and eventual Chief Justice of the United States, John G. Roberts. A Web resource guide, “Hurricane Victims: A Guide For Congressional Staff,” provided links and information to aid congressional staff responding to constituents who were victims of the hurricanes.

In February two new administrative functions were implemented. The Office for Research was created to develop, implement, and oversee CRS-wide research approaches and frameworks with the objective of enhancing the overall effectiveness of CRS research support on active policy concerns of Congress. The Office of Communications formalizes and centralizes CRS communications. This Office relates to staff how CRS policies, procedures, decisions, and activities tie to the CRS mission of serving Congress and how staff efforts, in turn, fulfill that mission.

Senior Management Performance Plan

The CRS Performance Assessment System (PAS) was developed to serve as a guide to assessing the performance of senior CRS managers. The PAS meets requirements of applicable federal laws,

LC regulations, and CRS processes for planning, budgeting, and carrying out operations. The PAS communicates the Director’s expectations for senior managers in core performance areas and gives senior managers mission-related standards for reporting their work performance. The system was pilot-tested near the end of the fiscal year.

Ensuring Cost-effectiveness

In response to congressional directives, CRS undertook internal audits to review document distribution and information-sharing processes. These efforts helped to ensure well-executed and cost-effective operations, and that every dollar spent contributed to the Service’s mission. Audits included (1) distribution activities (both hard copy and electronic); (2) trends in hard copy and electronically distributed documents from FY2000 through FY2004; (3) location of printing, hard copy distribution, electronic distribution, and storage/inventory functions; (4) an inventory of stored documents; and (5) trends in staffing and costs. These audits of Service practices, submitted to the Government Accountability Office, identified areas where costs had been reduced. Over the past five years CRS has developed an extensive online presence, and this electronic distribution channel has helped cut hard-copy product distribution costs. Other efficiency measures included decreased staffing in the Products Distribution Center and closure of a copy center.

**Legislative Relations Outreach:
Two Major Programs for Congress**

CRS continued to offer two programs in order to inform Members of Congress and their staff about public policy issues and to help strengthen their understanding of legislative processes, such as developing legislative proposals; preparing for hearings, markups and conference action; and conducting congressional oversight. In

January at the beginning of the 109th Congress CRS hosted the New Member Seminar in Williamsburg, Virginia. This program is part of the official orientation for newly elected Members of the House. New Members attended in-depth CRS presentations on public policy matters expected to become major legislative issues and on legislative procedures to help them understand the congressional environment. In August

the Service offered its Graduate Institute to congressional staff, with sessions in Richmond, Virginia, and Washington, DC. This institute is an intensive week-long program in which participants assume the role of “Members” of the “CRS Congress” and move legislation through the legislative process.





Technology Initiatives

Technology enhancements included improved Internet access to CRS analysis and information, continued development of a consolidated database to ensure accuracy and consistency, and increased security of CRS systems.

Consolidated Database

CRS made great strides in developing a corporate database that consolidates information from several systems, improves cross-Service support, and reduces duplication of effort. The consolidated database contains author and product data and supports the management of the Current Legislative Issues (CLI) system. During FY2005 refinements in this database included consistency in listing product author and title information; development of accurate version histories of products, and creation of audit trails to record changes in the product system. The CLI system infrastructure now enables research management to add, retire, and delete products; reposition and regroup products in relation to categories and subcategories within a CLI; and monitor the CRS Website listing these products.

Improvement of CRS Presentation Standards

The CRS Director authorized a review to address both improvements in the current product presentation system and requirements for a future system that is better capable of supporting authoring and production of CRS reports. Initial efforts in FY2005 addressed the quality of Web HTML products and resulted in product improvement; development of new HTML guidelines for nontext material such as tables, figures, equations, and maps; staff training; and enhancement of workflow processes, such as the establishment of a graphics clinic to ensure

high-quality graphics in HTML products. Other refinements ensure that products have viable electronic linkage to public laws, bills, and CRS products. Planning began at the end of the fiscal year to develop new tools for authoring and publication and to establish a revised format for publication.

Legislative Information System

CRS took steps to improve the capability of the Legislative Information System to use Extensible Markup Language (XML) for search purposes. The Senate and House both have begun to produce bills in XML and plan to produce all their legislative documents in XML within the next few years. In FY2005 CRS awarded a contract to convert Bill Summary and Status data created by CRS to XML, and these data eventually will be accessible through an XML search engine. This conversion will enable more accurate and precise searching of complex legislative information.

Information Security

Information security continued to be a major focus of CRS technology support. The CRS Technology Office, working with the Library of Congress Office of Information Technology Services and the Office of the Inspector General, implemented Library of Congress security directives, including security awareness training. Plans and procedures are under development to bring CRS security in compliance with the

CRS made great strides in developing a corporate database that consolidates information from several systems, improves cross-Service support, and reduces duplication of effort.

Library's regulations based on the Federal Information Security Management Act (FISMA). Security requirements have been built into the system development life cycle process to meet FISMA requirements as they are developed and implemented.

Request Assignment and Tracking

CRS created a task force to study the ways congressional requests are assigned and tracked for response in the ISIS database. The Inquiry Section serves as the central contact point for the receipt, formulation, and assignment of requests from Congress. Information specialists in the Inquiry Unit manage requests received by telephone, TTY, fax, and through the CRS Website. The study, which is expected to make recommendations that will simplify the direction of assignments, will continue into FY2006.

Planning for Continuity of Operations

Working in coordination with the Library's Office of Information Technology Services, CRS continued to develop an architecture to ensure continuity of service in the event of an emergency such as a sudden, unexpected loss of power or a situation in which the Madison Building is inaccessible. The Service completed updating its Critical Infrastructure Protection Plan and related documents. CRS identified and described the critical technical systems that would be required to continue core business

functions. The Service also assessed the ability to restore these systems at the Alternate Computing Facility (ACF). The ACF is set up to replicate all CRS primary servers, storage, and backup systems at the facility and provide for rapid return to service without loss of data.

CRS staff participated in a live exercise at the ACF. The test validated established procedures

and responsibilities for activating the alternative work site and increased understanding of the challenges that staff would face. As a result of this exercise, the Service compiled and disseminated a primer for staff, *Working Offsite in an Emergency*.



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FY2005 Budget, Resources, and Other Funding

IN FY2005 CRS HAD AN AUTHORIZED staffing level of 729 full-time equivalents and an appropriation of \$96,117,856 available for expenditure. Approximately 87.5 percent of the fiscal year's expenditures supported staff salaries and benefits.

CRS received \$54,000 from the John D. and Catherine T. MacArthur Foundation. This money represented the first payment under a three-year grant of \$168,000 given to increase CRS capability to respond to congressional requests

on patent and intellectual property policy issues. CRS also received a final payment of \$30,000 under an FY1999 grant from the Robert Wood Johnson Foundation. This grant, which totaled \$1,629,000, provided partial support for an integrated program of projects, workshops, and seminars designed to enhance CRS analytic capacity and enrich the CRS resources available to the Congress in selected health policy issues on the legislative agenda.

Human Resources and Staff Development

CRS CONTINUES TO LOSE A SIGNIFICANT percentage of its staff, particularly its research and analytical staff, to retirement. In FY2005, two-thirds of the total number of staff leaving CRS were due to retirement. In FY2004 retirements represented about half of total staff separations. To keep pace with the increasing number of staff retirements and to carry out the Service's succession planning initiative, the Office of Workforce Development managed the recruitment and selection processes for a number of key research and analytical positions and technology and administrative infrastructure positions in FY2005. This office continued to expand the Service's diversity programs, coordinate its participation in upward mobility and other programs targeted to diversity populations, provide training and professional development opportunities for all categories of staff, and arrange an awards program to recognize staff members who made superior contributions toward the accomplishment of the Service's mission.

The Office of Workforce Development completed the required personnel actions and provided other administrative support to move the Service's information professionals into the newly created Knowledge Services Group (KSG). The Office also coordinated the Service's participation in the Voluntary Early Retirement and Voluntary Separation Incentive programs that were offered exclusively to the KSG. Working with the Library's Human Resources Services

Office, CRS ensured timely communication of these programs to staff and provided retirement counseling services.

Recruitment and Selection

Using a combination of the Library's traditional hiring mechanisms and special programs, CRS made 63 selections to fill permanent/indefinite positions, including four noncompetitive reassignments from other parts of the Library, two selections under one of the Library's Affirmative Employment Programs, and one position under the Service's Law Recruit Program. These selections included 60 professional and administrative positions representing a variety of analytical disciplines, information technology specialists and administrative professionals, and three support positions. Of the permanent/indefinite hires, 43 are women (68 percent) and 24 are minorities (38 percent). The Service also hired 30 temporary staff. Of the temporary hires, 23 (77 percent) are women and 17 (57 percent) are minorities.

The FY2005 permanent hires included five selections made through the Federal Presidential Management Fellows (PMF) Program, the highly competitive program administered by the U.S. Office of Personnel Management designed to attract the nation's top graduate students to careers in public service. The five hires included three women and two men. Of the three women, one is African-American. An Asian man was

hired through the CRS Law Recruit Program, a program designed to recruit third-year law students for entry-level law clerk positions. CRS also selected one minority woman under the position component of the CRS Career Opportunity Plan. This program is designed to offer on-the-job training and upward mobility opportunities for current staff. CRS also hosted three PMF candidates from other agencies to serve on rotations in CRS analytic divisions and brought in one detailee under the U.S. Air Force Research Fellows Program.

Diversity Efforts

CRS hosted 10 undergraduate and graduate student interns (six women and four men) under several partnership programs in the summer of 2005. The Service continued its efforts to expand its Student Diversity Internship Program (SDIP) by including Georgia State University. Six partner organizations participate in the SDIP: The Washington Center's Native American Leadership and Asia Pacific Internship Programs, the Asian Pacific American Institute for Congressional Studies Internship Program, the Hispanic Association of Colleges and Universities National Internship Program, the United Negro College Fund's Institute for International Public Policy, and a consortium of six Historically Black Colleges and Universities (Clark Atlanta University; Morehouse College; Spelman College; Tuskegee University; Morgan State University; and the new

addition, Georgia State University).

CRS also worked in FY2005 to expand the pool of minority recruitment sources from which it draws when advertising permanent professional and administrative positions, and to develop stronger ties with these various groups and organizations in order to promote CRS positions more effectively. The Service continued to participate in annual career fairs and other recruitment events sponsored by minority organizations as well as held special orientation sessions for minority students serving in congressional offices under the Congressional Black Caucus Foundation Fellowship Program.

Staff Training and Professional Development

A main focus of the training and professional development activities during the year was supporting the training needs of the leadership and staff of the newly created Knowledge Services Group (KSG). KSG managers participated in the CRS Supervisory and Management Skills six-module leadership training consisting of a unique orientation that included "Situational Leadership"; "Negotiating and Influencing"; "Leading and Managing Change"; and the Myers-Briggs Type Indicator. Staff also participated in a customized course "Collaboration and Communication Skills in a Research Community."

The Office of Workforce Development reestablished the CRS Lunchtime Discussions.

Typically, CRS expert policy analysts lead the lunchtime discussions for CRS staff. These topics included the Supreme Court, financing higher education, North Korea, lead in drinking water, and the Federal Employee Health Benefits Program. These discussions provided an opportunity for CRS staff to form networks with colleagues and become current on topics of congressional interest. Nearly 200 employees participated during the year.

The Office of Workforce Development also offered training for staff in public speaking and training for managers and supervisors on the performance appraisal process and other supervision and management procedures.

More than 230 CRS employees attended a wide variety of national and international conferences, site visits, meetings and external training in support of their continuing professional development. The Office of Workforce Development provided guidance and consultation to employees and supervisors seeking to travel in conjunction with official CRS business.

Staff Recognition

It is CRS policy to acknowledge the superior performance of employees. An effective recognition program contributes to maximum staff performance and satisfaction and to the achievement of the mission and goals of the organization. In keeping with that policy, during FY2005, 456 CRS staff received one or more special achieve-

ment awards, including on-the-spot awards in recognition of their exceptional contributions. Such recognition emphasized Service-wide collaboration on issues of major congressional concern: teams working to support Congress on policy issues such as comprehensive energy legislation, the Hurricane Katrina disaster, and the Supreme Court nominations. In addition to these awards, one meritorious service award, 744 special achievement awards, 85 outstanding performance ratings, and 19 quality step increases were awarded. All staff were invited to the ceremony to support colleagues receiving awards.

Types of CRS Support to the Congress: Research Services and Products

THROUGHOUT FY2005 CRS SUPPORTED the Congress with analysis, research, and information, presented in the formats described below.

Congressionally Distributed Products Providing Research and Analysis on Legislative Issues

Reports for Congress

Reports for Congress, analyses or studies on specific issues of congressional legislative interest, are often prepared in response to numerous congressional inquiries. Reports may take many forms: policy analysis, economic studies, statistical reviews, legal analyses, historical studies, chronologies, and two-page fact sheets. Reports clearly define the issue in the legislative context. The basic requirements of these and other CRS written products are accuracy, balance, and utility. Analysts define and explain technical terms and concepts, frame the issues in understandable and relevant context, and provide appropriate, accurate, and valid quantitative data. A summary appears on the first page of each report. CRS reports are distributed upon request throughout the congressional community; some are published by committees to ensure broader distribution. Reports are updated as subsequent events occur for issues that are of ongoing interest to Congress and archived when they are no longer accurate or useful. Reports are available both in printed form and electronically

on the CRS Website. CRS produced 874 new reports this fiscal year; 5,931 active reports were available at the end of the fiscal year.

Issue Briefs

Issue briefs, a unique CRS product, are concise briefing papers (16 pages maximum) on issues considered to be of major legislative importance to Congress. Briefs are available both in printed form and digitally on the CRS Website. They are updated as events unfold; the date on the cover of each issue brief is the CRS confirmation that the information contained therein is current as of the posted date. Briefs provide background information, contain the most recent developments, and analyze policy options for legislative issues. They frequently describe introduced bills and show the status of current legislation. In many issue briefs a chronology of key events is provided, and a short bibliography of additional references is listed. Briefs also contain a one-page summary of the issue. Emphasis is on timeliness and brevity. While analytical findings on an issue may be drawn, issue briefs, like other CRS products, do not make legislative policy recommendations. There were 14 new issue briefs initiated in FY2005; 127 active issue briefs were maintained and available at the end of the fiscal year.

Congressional Distribution Memoranda

These memoranda are prepared when the interest of a relatively small number of congressional

readers is anticipated or when the transiency of the issue and the product makes its inclusion as an advertised CRS product inappropriate. Each bears a label distinguishing it from CRS confidential memoranda. If an issue becomes important to a larger congressional audience, the product may be recast as an issue brief or a CRS report, as appropriate.

Electronically Accessible Products and Services

CRS Website

The CRS Website provides 24-hour access to key CRS products listed by legislative issue, full text of issue briefs and reports, audio and video recordings of CRS programs, updates and analyses of annual appropriations legislation, an interactive guide to the legislative process, online registration for CRS seminars, and complete information on other services. The Website also offers links to constituent services-related information and selected Internet sites providing public policy, legislative, legal, and basic resources for work in congressional offices. In operation since the 104th Congress, the CRS Website is accessible only to House and Senate offices and other legislative branch agencies.

Current Legislative Issues

The Current Legislative Issues (CLI) system, accessible to the Congress from the CRS

Website, reflects policy areas identified by CRS research staff as active and of current importance to Congress. All products presented as CLIs are maintained to address significant policy developments. On occasion the system is used to facilitate the contribution of CRS expertise in situations requiring immediate attention of the Congress on an unanticipated basis. In FY2005 CRS developed and maintained 195 CLIs.

Appropriations

The CRS Appropriations CLIs continued to provide comprehensive legislative analysis and tracking for the 13 Senate and House bills, two supplementals and three continuing resolutions. CRS also provided access to a “CRS Experts” list and page guides under the Appropriations, Status, Jurisdictions, and Process CLI to the Consolidated Appropriations Act (P.L. 108-447) containing nine bills.

Floor Agenda

The “Floor Agenda: CRS Products” page, a weekly compendium of CRS products relevant to scheduled or expected floor action in the House and Senate, is available on the CRS Website and through e-mail subscription to all Members, committees, subcommittees, and congressional staff. More than 1,200 individuals subscribe to the weekly e-mail alert. All CRS products listed on the Floor Agenda were linked for electronic delivery to subscriber desktops.

CRS Programs Listserv

Launched in FY2001, this e-mail notification system provides subscribers with descriptions of current CRS programs and links to online registration forms. It has a subscription list of more than 2,000 congressional staff.

Legislative Information System

The Legislative Information System (LIS) was available for the first time on Capnet at the beginning of the 105th Congress. The system provides Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. The LIS has been developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Administration. It has been a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; House Information Resources and the Senate Sergeant at Arms; the Government Printing Office; the Congressional Budget Office; the Congressional Research Service; and the Library of Congress. CRS has responsibility for the overall coordination of the retrieval system; the Library of Congress is responsible for its technical development and operation.

Responses to Individual Members and Committees

The Service also responds to individual Member and staff requests for custom services. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, usually in memorandum format; consultations in person or by phone; and briefings on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by requesting Member, committee, or staff.

Confidential Memoranda

Confidential memoranda are prepared to meet a specific congressional request and may be designed to meet the needs of the congressional reader with a high level of expertise in a given topic. These memoranda are prepared for the use of the congressional requester and are not distributed further unless permission has been given. The memorandum format is often used by CRS attorneys, for example, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. The Service will also prepare “directed writing” that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

Individual Staff Briefings

Individual or group staff briefings constitute another form of tailored response to congressional inquiries. CRS staff provides in-person briefings to Members and committees on specific policy issues. These briefings, for example, might focus on bills in formulation, foreign or domestic policy issues before Congress, the legislative process, congressional office operations, committee matters, or general orientations to CRS services and products.

Briefing Books

Briefing books may be prepared for use by congressional delegations traveling abroad and are collections of materials that support specific purposes of a congressional trip. They may contain a variety of materials such as maps, selected products, such as CRS reports, and brief tailored written work, which can contain background and current issues regarding U.S. relations with specific countries on the trip, as well as questions Members might ask when meeting with government and other officials.

Telephone Responses

Telephone responses to inquiries are a vital element in the CRS information exchange with Congress. CRS information specialists and analysts are directly accessible by phone; on a given day analysts will respond to numerous calls

and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

Seminars and Briefings

New Member Seminar

In January 2005 CRS held its New Member Seminar in Williamsburg, Virginia. Officially titled *Legislative Issues and Procedures: The CRS Seminar for New Members*, the three-day seminar is sponsored by the U.S. House of Representatives and CRS. It is part of the official orientation for newly elected Members of the House. Members attended in-depth presentations on major legislative issues as well as legislative procedure. In addition, CRS experts provided one-on-one briefings for Members. The Seminar was attended by 25 new Members of the 109th Congress.

Seminars on Public Policy Issues

In FY2005 CRS held 168 seminars on public policy issues as well as training in legislative and budget process. Analysts and information professionals worked together on these institutes, which were held throughout the year. More than 6,500 congressional staff attended these programs. CRS continued its efforts to hold

programs in House and Senate office buildings to make them more accessible for Members and staff. The success of a new course entitled *Congress: An Introduction to Resources and Procedures* held in the Dirksen building prompted CRS to offer additional sessions in FY2005, and they drew nearly 150 Senate staff.

CRS conducted seminars for Members and staff on a wide range of public policy issues. The seminars featured a combination of CRS and outside experts. Highlights of the year included seminars such as “Alternative Minimum Tax”; “The BRAC Commission and Beyond: Preparing for the BRAC List”; “The Senate’s Confirmation Process and Supreme Court Nominations”; “Immigration Reform: H.R. 418 and Related Legislative Issues”; “Condemnation of Private Property for Economic Development: The Supreme Court’s Kelo Decision and Possible Options for Congress”; and “The African Growth and Opportunity Act (AGOA): U.S. Agricultural Trade with Sub-Saharan Africa.”

CRS has offered the Federal Law Update series twice yearly (spring and fall) for more than 20 years. Each series consists of 12 separate seminars. Legislative attorneys and paralegal specialists have provided updates on important issues of policy directly related to the legislative business of Congress. This year topics included “The Global War on Terror: Selected Issues,” and “Presidential Challenges to Congressional

Oversight Prerogatives: An Emergent Unitary Executive,” among other legal issues. These seminars have been attended by both attorney and non-attorney Members and staff, and attendance by attorneys has been used to fulfill Continuing Legal Education requirements.

The CRS Graduate Institute

The Institute was held in August in Washington, D.C., and Richmond, Virginia. It is the third part of a three-part Institute series, a program that provides an intensive, week-long participatory program that was attended by 55 congressional staff. Participants assumed the role of a “Member” of the “CRS Congress” and moved legislation through the legislative process, committee hearings and markups, House and Senate floor sessions, conference committees, and final House and Senate action on conference reports.

Outreach and Evaluation

House Services Fair

CRS continued its efforts to ensure that Members and staff are aware of the full range of services available to them. CRS participated in the April 2005 House Services Fair sponsored by the House. Nearly 300 congressional staff visited the CRS booth to speak with CRS experts, attorneys, and information professionals. Welcoming materials about CRS services were sent to all new House and Senate staff. Also, CRS ensured that

new staff were immediately authorized to place requests for research and analysis through the CRS Website.

Briefings

CRS held 42 briefings on CRS services for new congressional staff and 142 briefings for congressional interns. The briefings were given to 244 new professional staff and 3,651 interns, respectively. CRS experts visited nearly 70 House and Senate offices to brief Members and staff about CRS services and how to quickly access them. All congressional offices were contacted. The briefings focused on CRS analytical services: memoranda, in-person briefings, and access to experts.

Surveys

Among other surveys, the Service launched a major review to determine how CRS gathers and analyzes client feedback for two major training courses: the Advanced Legislative Process Institute and the Graduate Institute. As a result of this survey evaluation questions were modified to provide CRS managers with better data about meeting program goals.

The New Member Seminar evaluation plan survey instrument was completed, reevaluated and overhauled for the January 2005 program. Program goals, evaluation questions, and data reports were thoroughly reviewed and modified. The feedback obtained from participants and

faculty this year has provided CRS with the most comprehensive data on the program to date.

Legislative Summaries, Digests, and Compilations

Since 1935 the Bill Digest Office of CRS has had statutory responsibility for preparation of objective, nonpartisan summaries of all public bills and resolutions and maintenance of historical legislative information. Detailed revised summaries are written to reflect changes made in the course of the legislative process. This CRS Office also prepares titles, bill relationships, subject terms, and Congressional Record citations for debates, full texts of measures, and Member introductory remarks. During the past year this Office has continued to improve quality control, refined software for bill analysis and tracking, and added information to better reflect the correlation between major actions and the summaries reflecting those actions. The Office supported the CLI system with a special, daily updated compilation of Iraq-related legislation.

CRS HAS ADOPTED AN INTERDISCIPLINARY and integrative approach as it responds to requests from Congress. The Service seeks to define complex issues in clear and understandable ways, identify basic causes of the problems under consideration, and highlight available policy choices and potential effects of action. CRS is organized into the following divisions and offices to support the analysis, research, and information needs of Congress.

Divisions

American Law Division

The American Law Division provides Congress with legal analysis and information on the range of legal questions that emerge from the congressional agenda. Division lawyers and paralegals work with federal, state, and international legal resources in support of the legislative, oversight, and representational needs of Members and committees of Congress. The division's work involves the constitutional framework of separation of powers, congressional-executive relations and federalism; the legal aspects of congressional practices and procedures; and the myriad questions of administrative law, constitutional law, criminal law, civil rights, environmental law, business and tax law and international law that are implicated by the legislative process. In addition, the division prepares *The Constitution*

of the United States of America—Analysis and Interpretation (popularly known as the *Constitution Annotated*).

Domestic Social Policy Division

The Domestic Social Policy Division offers Congress research and analysis in the broad area of domestic social policies and programs. Analysts use multiple disciplines in their research, including program and legislative expertise, quantitative methodologies, and economic analysis. Issue and legislative areas include education and training, health care and medicine, social security, public and private pensions, welfare, nutrition, housing, immigration, civil rights, drug control, crime and criminal justice, labor and occupational safety, unemployment and workers' compensation, and other issues related to children, persons with disabilities, the aged, the poor, veterans, and minorities.

Foreign Affairs, Defense, and Trade Division

The Foreign Affairs, Defense, and Trade Division is organized into seven regional and functional sections. Analysts follow worldwide political and economic developments for Congress, including U.S. relations with individual countries and transnational issues such as terrorism, refugees, global economic problems, and global institutions such as the International Monetary Fund and the World Trade Organization. They also

CRS Organizational Structure

address U.S. foreign aid programs, strategies, and resource allocations; State Department budget and functions; international debt; public diplomacy; and legislation on foreign relations. Other work includes national security policy, military strategy, weapons systems, military compensation, the defense budget, and U.S. military bases. Trade-related legislation, policies, programs, and U.S. trade performance and investment flows are covered, as are trade negotiations and agreements, export promotion, import regulations, tariffs, and trade policy functions.

Government and Finance Division

The Government and Finance Division responds to congressional requests for assistance on all aspects of Congress. These include the congressional budget and appropriations process, the legislative process, congressional history, and the organization and operations of Congress and legislative branch agencies. Among the financial issues covered by the division are banking, financial institutions, insurance, and securities; taxation, public finance, fiscal and monetary policy, and the public debt; the interaction between taxes and interest rates; and such economic indicators as gross domestic product, inflation, and savings. In addition, the division responds to requests on the organization and management of the federal executive and judicial branches; government personnel and the civil service; the presidency and vice

presidency; government information policy and privacy issues; intergovernmental relations and forms of federal aid; state and local government; statehood and U.S. territories; the District of Columbia; economic developments; federal planning for and response to emergencies, disasters, and acts of terrorism in the United States; survey research and public opinion polls; the census; reapportionment and redistricting; elections, campaign finance, lobbying, and political parties; U.S. history; constitutional amendments; and constitutional theory and history.

Resources, Science, and Industry Division

The Resources, Science, and Industry Division covers an array of legislative issues for Congress involving natural resources and environmental management, science and technology, and industry and infrastructure. Resources work includes policy analysis on public lands and other natural resources issues; environment; agriculture, food, and fisheries; and energy and minerals. Science coverage includes policy analysis on civilian and military research and development issues, information and telecommunications, space, earth sciences, and general science and technology. Support on industry issues includes policy analysis on transportation and transportation infrastructure issues, industrial market structure and regulation, and sector-specific industry analysis.

Research Support

Knowledge Services Group

The Knowledge Services Group (KSG) is comprised of information research professionals who partner with CRS analysts and attorneys in providing authoritative and reliable information research and policy analysis to Congress. Information professionals are clustered together by policy research area and align their work directly to the CRS analytical divisions. KSG members write descriptive products and contribute descriptive input to analytical products in policy research areas, advise analysts and Congress in finding solutions for their information needs, make recommendations for incorporating new research strategies into their work, and create customized Web pages. Staff evaluate, acquire, and maintain state-of-the-art resource materials and collections for CRS staff; work with the analytical divisions in ensuring the currentness and accuracy of the Services' products, databases, and spreadsheets; and maintain the currentness, comprehensiveness, and integrity of CRS information resources by identifying, assessing, acquiring, organizing, preserving, and tracking materials. They also provide authoritative information on specific policy research areas through discussions or presentations and provide or coordinate customized training on information resources.

Offices

Office of Communications

The Office of Communications' goal is to assist CRS staff in understanding how the Service policies, procedures, decisions and activities tie into the CRS mission of serving Congress and how staff efforts, in turn, fulfill that mission. To achieve that goal, the office engages in three core activities: it coordinates efforts to improve the use of existing communication channels and plans, develops and implements new uses of communication channels; advises on communications-related aspects of CRS initiatives; and ensures that internal communications are clear, consistent, and aligned with those intended for Congress.

Office of Congressional Affairs and Counselor to the Director

The Office of Congressional Affairs and Counselor to the Director plans, develops, and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements. This Office

receives, assigns to the research divisions, and tracks congressional inquiries; works with the divisions to plan and carry out institutes, seminars, and briefings for Members, committees, and their staffs, and takes the lead in developing, strengthening, and implementing outreach to congressional offices; and provides managers with statistical information needed to analyze subject coverage, client service, and the use of resources. The Office also provides a co-chair of the External Research Review Board for reviewing contract proposals and making recommendations to the Director and provides counsel to the Director and the Deputy Director on matters of law and policy.

Office of Finance and Administration

The Office of Finance and Administration maintains oversight of the financial and administrative activities and programs of the Service; implements and coordinates the Service's strategic planning goals; directs the fiscal operations of the Service, including appropriation requests and related budget estimates, budget execution, external contracting, fundraising, and procurement; represents the Director in handling issues involving the Service's status, role, activities, and interaction with other entities regarding each aspect of the Library's Planning, Programming, Budgeting, Execution, and Evaluation System; and provides a co-chair of the External Research Review Board for reviewing contract

proposals and making recommendations to the Director.

Office of Legislative Information

The Office of Legislative Information develops and maintains information services that support both Congress and CRS staff, including the CRS Website and the congressional legislative information retrieval system; provides summaries and status information for all bills introduced each Congress; builds and maintains the technology infrastructure of the Service as a whole; develops and applies new technologies to enhance CRS research capability and productivity; develops and implements information technology to enhance communication of CRS research to its clients; edits, produces, and distributes CRS products in electronic format; and represents the Director in dealing with other organizations and agencies on issues regarding legislative information technology.

Office for Research

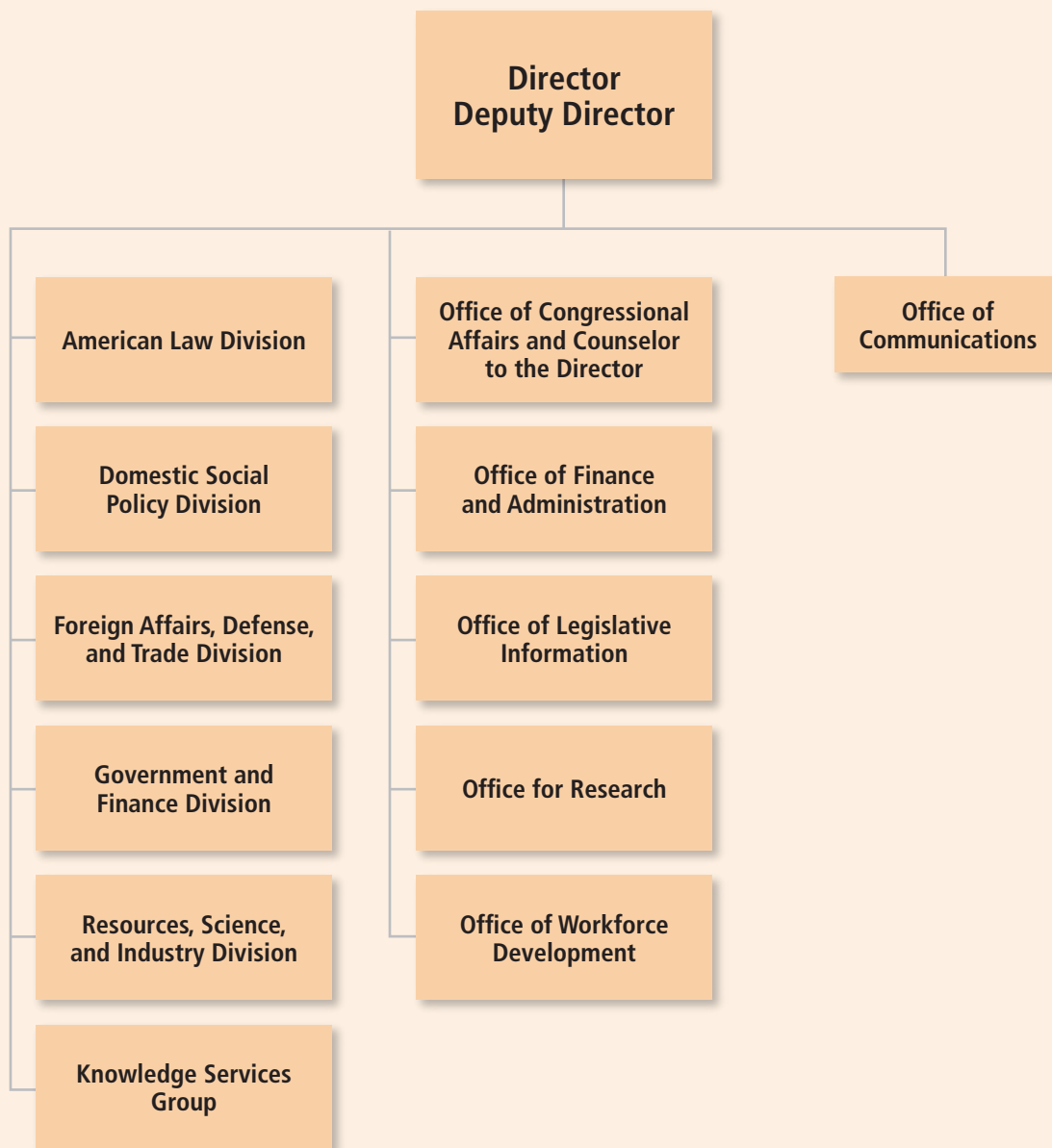
The Office for Research coordinates and maintains oversight of the research function of the Service. It develops and implements Service-wide research frameworks; promotes use of collaborative research approaches across disciplines and divisions; develops and implements Service-wide standards for the research quality that underpin

authoritativeness; and oversees research management systems that both focus research on active policy concerns of the Congress and highlight resulting research products and underlying expertise for Congress. The Office also supports the Director and Deputy Director in representing to Congress the nature and extent of the research capacity the Service offers Congress and in accounting to Congress for the nature and extent of research support performed.

Office of Workforce Development

The Office of Workforce Development administers the Service's recruitment, staffing, and workforce development programs, including succession planning, merit selection, and other employment programs, special recruitment programs, upward mobility programs, diversity efforts, mentoring, special recognition programs, training and travel, position classification, and performance management programs and activities. This Office represents the Director in issues involving the Service's status, role, activities, and interaction with other Library entities in relevant areas of human resources administration, management, and development. Overall the goal of the Office is to enhance the Service's ability to attract and retain the human resources talent it needs to respond to the dynamic research, analysis, and information needs of Congress.

CRS Organizational Chart







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